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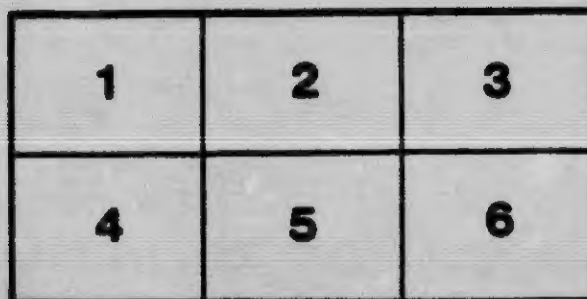
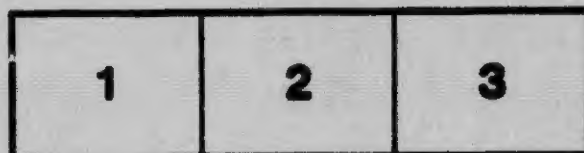
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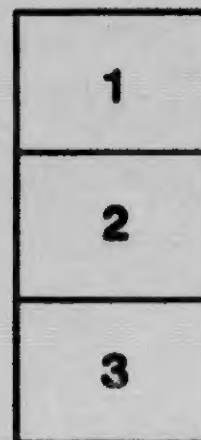
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# Industrial Training & Technical Education

*Report of two Addresses by*  
*Dr. James W. Robertson, of Ottawa*  
*to the*  
*Dominion Educational Association at Ottawa*  
*August, 1913*



SPAM 19693

# Report of Two Addresses to the Dominion Educational Association

At its Convention at Ottawa, Ont., August 20th-22nd, 1913

By

**JAMES W. ROBERTSON**

*President of the Association and Chairman of the Canadian Royal  
Commission on Industrial Training and Technical Education*

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## FIRST DAY—AFTERNOON SESSION

Wednesday, August 20th, 1913

### Scope and Nature of the Report of the Industrial Training and Technical Education Commission

Ladies and Gentlemen,—The program announces that I will make a brief statement of the scope and nature of the Report of the Royal Commission on Industrial Training and Technical Education. That comes at this early stage of our proceedings because the recommendations of the Commission and some of the opinions it expresses are to be the themes for the round table conferences; and it was thought expedient that I should put into spoken form—more easily remembered for the occasion than from the pages of a book—a statement of the main lines of our enquiry and the main features of the recommendations of the Report.

I greet this gathering as a representative one, and am rather pleased than otherwise that it is not a big meeting in the popular sense of that phrase. Big gatherings and fine platform addresses are all right in their way; but this occasion is different. This is a conference of representatives of the greatest public interest and public service in this country—the educational work of the people of Canada for themselves. Nothing surpasses that. You might spend millions of money for the development of material

resources, but that would not be worth while except as it contributed to the development of the power and well-being of the people themselves. That is the task of education—the development of human powers and well-being. Education is not primarily for the purpose of developing power to acquire property, or power because the possession of property, or power through the use of property; it is for the development of human powers and to make property minister to human life. For what shall it profit a nation if it gain the whole world and lose its own soul through the absence of education? There is no greater deprivation than that—the prevention of the development of human powers through the absence of sound education. Many of you occupy positions that in the long vista of time, as one may say with reverence for divine supremacy, are immensely important to the destiny of the nation. Men who are responsible for guiding the development of the young people, in a young country at this stage of human history, have immensely more responsible posts than those who, in government or private affairs, prescribe only the material conditions of life and the financial opportunities of its own citizens and others. Therefore, I am glad we are to have these round table conferences, because you will each contribute to, and each collect out of, the common store that which will make Canada richer in spirit and certainly greater in purpose and attainment.

### THE NATURE OF THE REPORT

The Report of this Commission is a small contribution to the literature of education—small as Christ spoke of the grain of mustard seed. This contribution is based on the idea that the human race makes progress through the good work it does, and through the good will that is contributory to good work by each member. When the education of all the people takes that aspect, purpose and direction, then if a boy or girl has to leave school at twelve, each will have had some vocational culture for the sake of body, mind and spirit; and if either or both stay at school and college till they are twenty-five, they will have had more vocational culture for the sake of their bodies, minds and spirits. They will be educated as individuals, as earners, as contributors, as good citizens and as trustees of life. That is our contribution.

## THE ENQUIRY IN CANADA

Let me be more specific. We were a Commission appointed to gather information and we made inquiry in Canada rather fully. We visited one hundred places and wherever we went were welcomed, indeed were splendidly entertained by intellectual hospitalities as well as social courtesies. We held 175 sessions to receive testimony and made transcripts of the evidence of 1,471 men and women. Some of those occupy foremost positions in industries, business, agriculture, homemaking and educational work. The needs of the growing population of Canada for further educational opportunities, as stated by those witnesses, may be summarized as:

First: Hand-training and pre-vocational education in the common schools after the age of twelve to reveal the bent of the child's ability to itself, to its parents and to its teacher.

Second: Something in the school classes to make boys and girls want to continue at school as long as they can.

Third: Some provision in the way of secondary industrial and technical education for those who can continue at school from 12 to 16.

Fourth: Continuation classes to be attended while young people are following some occupation to earn their living.

Fifth: Evening classes for workmen and workwomen.

Sixth: Middle technical schools to which men and women can come back for periods of from six months to two years after they have been working for some years.

The witnesses also presented the claims of the rural population and fishing population for schools specially adapted to their needs. All were agreed upon the necessity for, and certain of the benefit from, classes and schools for housekeeping occupation. Many witnesses recommended the establishment of correspondence study classes by central institutions in Canada.

## THE ENQUIRY IN OTHER COUNTRIES

Then we were to make investigations in other countries. Everywhere we were welcomed not as troublesome visitors, but as friends of those who were seeking the improvement of the young and the advancement of their community through education. We did not have a cold shoulder turned to us once.

That is saying a good deal, because we were troublesome people. In England, Scotland, Ireland, Denmark, France, Germany, Switzerland, the United States—I could not single out any one country and say, "There we were more kindly treated than elsewhere." Not merely those who seemed to have time, who were appointed to assist us, but men and women prominent in public life and burdened with the weight of public affairs gave us their personal attention and told us what they had been able to do, told us what they had failed to do (which one could not have learned otherwise) and told us what they hoped yet to do. In all countries their leaders say that their own system is imperfect and inadequate for the present needs of the people. Not in a spirit of faultfinding, but with hopefulness knowing the good that had been done, they believe much more could yet be accomplished. A great attitude of hope in education has come over the race in all the countries we visited.

In recent years considerable additions have been made to elementary education by the introduction of manual training, domestic science and nature study with school gardens. These are for cultural purposes, give some preparation for the future occupations of the pupils, and are carried on with advantage to their progress in other studies. The benefits claimed for such school work, and all pre-vocational classes in other countries, are as follows: They sustain the interest of the pupils in school work. They discover the bents, tastes and aptitudes of the pupils to themselves and also to their teachers and parents and develop a preference for some skilled employment. They make pupils desire further education after they have begun to earn or partly earn their living. They do not hinder progress in other subjects of education.

Within the last seven years the movement has taken on a very wide sweep in England. Children from 11 to 12, who are to leave school at 13 or 14, go to schools or classes having what is called an industrial bias, commercial bias, housekeeping bias, etc. At these schools from one-third to one-half of the time is devoted to manual and other work designed to prepare them for occupations. The schools do not teach trades, but give a good preparation for the learning of some trade immediately after the children leave school.

Also in Scotland, Ireland, the United States, France and Germany such classes or schools have made remarkable progress within the last ten years. In Scotland the growth has been from 162 schools with 3,281 pupils to 1,945 schools with an attendance of 43,287 pupils. Its growth has been over twelvefold in 10 years; and yet the authorities emphasize the need for increased effort.

In European countries these schools or classes do not displace general education from books. The classes themselves are regarded as "supplementary courses." That is the term used in Scotland and in France, where boys and girls of 12 give about 15 hours a week to general subjects and the other half to handwork in some form directly related to occupations. After the handwork was introduced into the schools of Munich, of the 2,200 boys who left school the first year thereafter, no less than 2,150 went at once into handwork in skilled employments. Such classes have so much increased the interest of boys and girls in their own continued education that in the city of Halifax, England, more than 60 per cent. of all the boys and girls who left school at 14 voluntarily came back for continuation classes in the evenings. In smaller places the attendance at these continuation vocational classes is as much as five per cent. of the total population of the town.

The movement in the United Kingdom, in the extension of vocational education during the last eight or ten years, has been an educational reformation. If one would venture a prediction it would be of this sort,—that the far-seeing, deep-seeing historian will put a milestone to mark a stage of England's greatness between 1900 and 1913. It will mark the recognized starting-place of the effort in England to give the toiling masses a chance for natural, normal, organic development; a chance to be educated for their jobs, to get satisfaction out of their work, to make good homes for themselves and to leave their children with still better opportunities for further development. In Leeds where the industrial conditions were simply intolerable, where the textile workers and their children were becoming degenerate not from choice but from compulsion, we found also the most strenuous educational effort, attended by success, to reverse the process. There in Leeds we found the most earnest striving to educate, to develop and to save. When that effort comes to its own, twenty-five or thirty years hence, Leeds will be redeemed.



It will be redeemed by education, redeemed in the abilities and good will of its people, the bodies of the men and women and the chances of its children. That is an instance of what we have found abroad.

### THE ARRANGEMENT OF THE INFORMATION

Then we were to compile the information obtained. The Report is in four parts. Parts I and II are bound in one volume and contain the Commission's opinions and recommendations. These will be discussed more fully later. Part III contains the story of what we found abroad, dealt with by countries. For example, take Germany. We first of all try and make clear the system or systems of general education in Germany; then how that general education is related to the industrial and technical, the agricultural and homemaking occupations. Then we take types of the industrial and technical classes and schools for all classes of vocations—building trades, metal trades, woodworking trades, clothing trades, textile trades, etc., etc. Then we survey as clearly as we can how that system of education is managed, who control it, who direct it and who support it. Then we indicate what kind of teachers they have to carry on the work of the classes, and what are the courses of study as to the subjects and time given to each. That is done for Germany and for every other country in a similar manner. We think that will be a distinct service and contribution to the teachers of Canada. We hope it will help them to do their work with better heart and more opportunity. Part IV. contains the story of what we found in Canada.

The Report, as a whole, was framed on this plan. We were to gather information that would be available to the people. Now, if we had framed the Report upon the supposition that the Dominion must provide all the money for the extension of industrial training and technical education, and if the Dominion had refused or declined to provide the money, or had thought it wise for any reason not to participate in such a policy, then the Report would be of little value. The Report was framed to furnish information and guidance for any seeking knowledge in all the Provinces. Further than that, it was framed so that any Province that wanted to help any community within its borders, or to do this work itself, could go ahead and do the work guided by such

information as we had gathered and put at its service. We believed that the information, thus arranged for the purpose of helping any locality and any Province, would be also in the best shape to be of assistance in case the Dominion authorities granted financial aid. Consequently if the Dominion should decline to give any grants-in-aid, the Report will be as serviceable to the Provinces as though we had not mentioned a Dominion Development Policy at all. Further if a Province should say "We cannot do anything more; we have not the money for the purpose," then the Report will furnish the necessary information to cities, towns and rural communities for action by themselves. However, the Commission believes each Province will do its share, and hopes that the Dominion will take the heaviest part of the burden because it has the resources and cannot use them in any other way that will do as much for the public good.

#### PRINCIPLES TO GOVERN ORGANIZATION AND MAINTENANCE

The opinion of those who appeared before the Commission was unanimous as to the need of financial assistance in some form from the Dominion government. The form in which it should be provided was not defined, but the Commission presented an outline of a policy by which co-operation between the Dominion and the Provinces might be effected with the least interference with the control of education by the Provincial governments as provided for by the *British North America Act*.

The Commission is of the opinion that Industrial Training and Technical Education in order to be of the greatest benefit to individuals, to industrial development, to localities, to the several provinces, and to the Dominion as a whole, should be organized and maintained in accordance with the following principles:

1. It should be under Provincial control and regulation.
2. It should receive financial support from individuals, from local authorities, from Provincial governments and from the Dominion.
3. Provisions should be made for active participation in its control, management and direction by individuals in the locality who would represent industries as employers and employees, agriculture, women's occupations particularly house-keeping, business and organized education.

4. It should provide educational opportunities for those who are able to return and to devote their time for some months or years, as the case may be, to a course or courses of instruction and training.

5. It should make provision to ensure, as far as practicable, equality of opportunity for all preparing for industrial, agricultural and housekeeping occupations, and for workers in such occupations.

6. It should be carried on in cordial co-operation with existing systems of education, and in such a way as to have the advantage of the use of existing buildings, equipment and teaching staff so far as these may be suitable and available.

#### EFFICIENCY BY CO-OPERATION

Any effort at control, by means of an administrative body whose members would be appointed on the basis of the relative contributions of money from Dominion, Provincial and local sources, could not apply advantageously to work of this kind. The end to be sought is the most efficient and economical and suitable education which can be provided; and also the maintenance of local interest and the utilization of as much as possible of local talent and the further equipment of that talent by the experience which the individuals would gain only by participating in the administration.

A statement made in this connection by Sir John Struthers, secretary of the Scottish Education Department, is illustrative of much that came to the attention of the Commission in the countries visited. In substance he said that the Scottish Education Department would rather have a thousand men and women in Scotland thinking and planning and striving to make the courses of study and the education meet the needs of their own communities than have ten thousand implicitly doing what the Department directed.

Experience elsewhere indicates that it will be advantageous to leave the initiative, the control and administration of the general work of the school largely in the hands of the local authorities. The central or higher authority should co-operate by putting at the service of the local body the full information which it alone could possess, and the benefit of inspection, counsel and advice by experts whom it only could employ. Supervision

and inspection should all be directed to conserving and increasing local interest and at the same time to maintaining high standards of work in the school, and raising these gradually as the pupils and teachers from experience are able to come up to them.

#### SOURCES OF REVENUE FOR SUPPORT

The revenues of the several Provinces for all purposes are derived, at the present time, to the extent of some eleven and one-quarter million dollars from subsidies from the Dominion. The several Provinces, from their comparatively slender revenues, have to maintain public services of prime importance. On them falls the administration of justice, and the maintenance of civil rights. The care of the public domain, as well as roads and bridges, is a charge on their purse. They are responsible for the organization and supervision of municipal government. And heaviest of all are their payments for the organization, administration and support of general education. None of these provincial services can be neglected or starved without severe national injury. The Provinces are doing about all they can with the means they have. Where is the money to come from for this new, important and highly advantageous public service by means of vocational training? The cost of carrying on such newer branches of education as experimental science, nature study and pre-vocational work with tools and materials is relatively high. These subjects were not in sight or contemplated at the time of Confederation, when the Provinces accepted the responsibility of providing and maintaining education. In view of these facts, of the public benefit and of the indispensable preparation which they would give for technical instruction, the Commission recommends that a fund of at least \$350,000 be provided by the Dominion Government and paid to the several Provinces *pro rata* on the basis of the population. The Commission recommends that, in addition to any other subsidy that may be provided, the sum of \$3,000,000 per annum should go into a Dominion Development Fund to be spent by local and Provincial authorities co-operating with the Dominion authorities for the purposes indicated. The Dominion Government has already indicated its ability and readiness to co-operate with the provinces for development work, as shown in the *Agricultural Instruction Act of 1912-1913*, whereby a sum



### III

aggregating \$10,000,000 was provided, the expenditure to be spread over a period of ten years.

#### EXTENT OF THE NEED

In making a forecast of the probable cost of maintaining an adequate system of industrial training and technical education, the Commission considered the population and need of 566 urban centres in Canada, besides the rural population. These 566 places, ranging from great cities like Montreal and Toronto down to incorporated villages of 500 people, contained a total population of 2,790,000. In these urban places the number of persons between 14 and 17 years of age who were not attending any day schools is estimated at 150,000 young people. The population of Canada at the last census, outside the 566 places already indicated, amounted to 4,440,000, of whom 237,000 are young persons between the ages of 14 and 17 not attending any school.

If the proportion of attendance of these 387,000 boys and girls could be brought up to that of many areas in England, Scotland, Ireland and Germany, no less than 213,000 of them would be continuing their education at suitable classes after they had begun to earn their living.

Under the policy recommended by the Commission, there would be two Dominion Development Funds to aid technical instruction and training: one of \$350,000 a year to promote pre-vocational training by means of experimental science, manual training, drawing, domestic science and nature study; and the other of \$3,000,000 annually to supplement local efforts in providing vocational education for those who are past elementary school age.

I call attention here to the pages of the Report which set forth the nature of the classes, courses, schools, institutes and colleges required in a complete system of education for occupations of those who are past the elementary school age. It is not to be expected, perhaps it is not to be desired, that a complete system could be organized at once. Time is required for growth. This must grow. It cannot be imposed or acquired ready-made. But growth can be directed and guided towards the realization of a complete system, if a general plan is kept in mind from the beginning. The following are extracts from the Report (pages 239, 240, 241).

### Provisions in a System for Industrial Training and Technical Education.

The Commission considers that the provisions which are indicated hereafter under the names of classes, courses, schools, institutes and colleges, are necessary in a system or systems of industrial training and technical education for Canada.

The plan of statement by classes (or schools) is adopted because it is believed that by this means local authorities and provincial authorities will be helped in the best way to co-ordinate the provisions which now exist with what is to be provided, in so far as that is desirable, and *vice versa*.

The provisions have been arranged under three main headings:—

- For those who are to continue at school in urban communities;
- For those who have gone to work in urban communities;
- For rural communities.

The provisions recommended are as follows:—

*For those who are to continue at School in Urban Communities.*

- Division I. Intermediate industrial classes (or schools).
- " II. Co-ordinated technical classes (or schools).
- " III. Technical high schools.
- " IV. Apprentices' schools.
- " V. Industrial and technical institutes.
- " VI. Technical, home economics and fine arts colleges.

*For those who have gone to work in Urban Communities.*

- Division I. Continuation classes (or schools).
- " II. Co-ordinated technical classes (or schools).
- " III. Middle technical classes (or schools).
- " IV. Apprentices' classes (or schools) in workshop.
- " V. Industrial and technical institutes.
- " VI. Correspondence-study courses.

*For Rural Communities.*

- Division I. Intermediate rural classes (or schools).
- " II. Rural high schools.
- " III. Continuation agricultural classes (or schools) under resident or travelling district instructors.
- " IV. Continuation housekeeping classes (or schools) under resident or travelling district instructresses.
- " V. County or district agricultural and housekeeping schools.
- " VI. Young people's social service schools.
- " VII. Schools for agricultural apprentices.
- " VIII. Agricultural and home economics colleges.
- " IX. Correspondence-study courses.

### MAKING THE MOST OF EXISTING PROVISIONS

Some of the provisions recommended herein already exist in more or less developed and organized form in some places. In the matter of the highest institutions, such as Technical Colleges, Colleges of Agriculture and Schools of Domestic or Household Science, Canada appears to be well equipped in numbers. They could all be used to their utmost capacity and to great advantage in connection with the education of teachers and other leaders in all departments of Industrial Training and Technical Education.

It is not to be inferred that the classes (or schools) of any division require buildings, equipment or staff for themselves, wholly separate from what is required for the classes (or schools) in other divisions. Whether an institution should have accommodation and facilities for more than one kind of classes (or schools) is a matter to be decided according to local conditions. There are undoubted advantages from having classes of the different divisions (and of different kinds in the same division) in one institution, and there are advantages from having the more elementary classes in a building or buildings convenient to the homes of the pupils. Local needs, conditions and resources furnish the only adequate data for guidance in that respect.

### URGENCY FOR ACTION AND SOME OF THE ADVANTAGES

The development of trained ability for carrying out undertakings in connection with our civilization is the most important duty at the present time pressing upon the people for discharge. It presses upon the people as individuals and communities and in their capacity as organized Provincial governments. When properly trained for his job, one of the first effects observable is that the workman likes his work, understands it, has ability to do it well and therefore is sure of obtaining reasonably good returns. The finest and highest of such developments are in the character of the man, in his managing ability and in the spirit and methods of co-operating with his fellow-workers and others in the community. What is required is that the individual worker shall possess intelligence, practical ability and co-operating good-will. These are not inherited; they are acquired by education and technical training. They always have been acquired thus since the beginning of civilization. In recent years changed and changing conditions have required new means and the use of new instrumentalities. The institutions to be affected by this development are elementary schools, secondary schools and the higher institutions, such as colleges and universities. In the process of development all that is good shall be conserved, only what is necessary should be added and provision made for all the people and all the occupations.

In all the Provinces there is evidence of progress. The Provincial governments are not only responding to the demands made on them as far as their revenues permit, but they are leading, encouraging and guiding the local communities. Where most progress has been made in general education, there the advancement of vocational education is most wanted. The needs are chiefly three—money, specific information and enlightened public opinion.

Hitherto support has come from local rates, county grants and Provincial grants. The Royal Commission recommends that hereafter these should be supplemented by a substantial annual grant from the Dominion treasury for the specific purpose of the development of the people of Canada through industrial training and technical education—through education for occupations. Such educational provisions are urgently required no matter who provides the money for them. By any route of taxation or contribution it will be ultimately paid by the workers themselves. Our recommendations have regard to the large groups such as,—manufacturing workers, building workers, commercial workers, transportation workers, agricultural workers, natural resource-development workers such as fishermen and miners, and housekeepers. The latter are the mainstay of all our advancing civilization—the homemakers.

The Report proceeds to deal with the further organization of educational bodies required to carry out an adequate plan of education for occupations. Perhaps I can serve you best by asking you to read again pages 263 to 271 of the Report. (See appendix, pages 29 to 36.)

### Why New Bodies are Recommended

It may be asked, "Why should you want Local Industrial Development Boards when the School Boards are already there?" Take an illustration. We are up against situations and are not trying to support a theory. Suppose the Dominion Development Fund should provide for this class of work, for a city like Ottawa, as much as \$34,000 a year. That is what our recommendations amount to. If the Board at Ottawa is to receive that amount from a Dominion Fund, for industrial training and technical education, who is to say whether it may not be spent in part on laboratories and staff for general education already



under its charge? Moreover who is to furnish the necessary local knowledge, intelligence, enthusiasm and driving power except such persons as are provided for on the Local Industrial Development Boards? Since these Industrial Boards would owe their existence to appointments by the Local School Boards there would be little, if any, risk of conflict in policy or administration. The Commission is of the opinion that we should have special Boards for this class of work for sometime; and maybe after ten years one Local Board could manage the whole education efficiently within its area.

In the case of the creation of Provincial Development Councils, practically the same or similar reasons apply. They would be composed of employers and employees and business men and farmers and women and teachers and others skilled in education. They are the people who know; they are the persons who could do. The nature of their election and appointment would keep them in close touch with the Local Boards and the Provincial Department of Education.

The Provincial Development Commission might be but one man; he might be the head of the Education Department of the Province; he might be the Director of technical education. Or the Commission might be composed of the heads of the technical, agricultural, household science and other branches of education within the Province. That is a matter for each Provincial Government to determine for itself. That is an outline of the machinery—the Local Development Boards, the Provincial Development Councils and the Provincial Development Commissions. The Dominion Development Conference and the Dominion Development Commission are described on the pages I have already referred to. The functions of all these new bodies will be more fully discussed at Friday morning's session. (See pages 17 to 27.)

#### HOW THE DOMINION FUND WOULD BE APPLIED

A word or two as to the recommendations for the specific uses of the amounts available from a Dominion Fund. Investigation in other countries reveals the fact that you can trust the localities to provide the buildings, through local pride and competition developing the habit of provoking one another to good works. You can trust the locality to provide a suitable

building, but you cannot trust the locality now in Canada to provide enough money for some kinds of equipment and adequate salaries to ensure the retention of the best men as teachers. That is the menace to education in Canada—the want of willingness to pay sufficient to retain permanently high trained and able men. Therefore we say that the Dominion money, if given, should be assigned to paying a porportion of the salaries. All effort for better education needs to be strengthened in that direction. It would pay to offer tempting, alluring salaries to get and keep the best men in the ranks. Suppose we had the experience of a great war, as we had in old times, and some one man showed conspicuous ability in generalship, in inspiring the people and in power to achieve things in the field, if we could employ him at any price he would be worth the cost. That is where we are at now in the warfare of education against its hindrances and foes. We are so undeveloped that money seems to be the strongest magnet to attract men into the job. But they will continue with it because they like and can do the work. Therefore we suggest that in towns the Dominion Fund might be used to pay two-thirds of the salaries, in the rural districts it might pay three-quarters, and in cities with their larger revenues it might pay one-half.

#### SOME WORDS OF HOPE AND ADMONITION

At this stage of our national growth if we men and women who are here, and who are represented here, become seized with the conviction that the adequate education of the young people of Canada is the one thing that matters most, and if we ardently seek to make our own vision the common view of all the people, then no-one of us will have lived and labored in vain. The work of the Commission is a contribution to that end, and I hope you will discuss the questions it raises with the utmost freedom.

I have one admonition in conclusion. Germany is lauded now because she is rich and great and dominant. In conversation her own best men express to you a fear that the days of her decline have more than dawned; that the people's feet are already on the downward path; that Germany has gone past the zenith and follows the Roman Empire on the road to ruin. Why? Because her people have grown rich in a generation, have become arrogant and have begun to think that wealth and power have

better meanings than the training of the young. When Germany was poor and menaced, the leaders of her people said, "The salvation of our people, the salvation of our land, the salvation of our nation is through the training of the young." They devoted their means to that end and achieved results in part. Their educational leaders discern that they have neglected the formation of individual character on high standards; and they are now seeking to save Germany from its degeneration by bringing back into its schools the old idealism and the old purpose. We are just at the stage in Canada when we have an unparalleled opportunity to take that wide and glorious path of vocational education for all the young people. From thirteen to eighteen you can make a nation strong in intelligence, ability, goodwill and character; or you can debase a nation into all kinds of sordid neglect of the best things in life. Let us choose the better path. I think these conferences will help to that end.

### THIRD DAY—MORNING SESSION

Friday, August 22nd, 1918.

**THE PRESIDENT (DR. JAS. W. ROBERTSON):** The topic for this session is:—

#### **The Organization of Controlling Bodies for Continuation Classes, and Sources of Financial Support.**

Dr. Carter, Chief Superintendent of Education for New Brunswick who opens this discussion, has asked that I should give a further explanation of the organization recommended by the Royal Commission. In my opening address (as reported on pages 1 to 16) I tried to explain the general aim of the Commission in submitting its recommendations and suggestions. For the purpose of this round table conference, perhaps I can serve you best by bringing before you again the pages from our Report which set forth the "GENERAL CONSIDERATIONS" by which we were guided in recommending the formation of Local Urban Industrial, and Rural, Development Boards; Provincial Development Councils and Provincial Development Commissions; and a Dominion Development Conference, a Dominion Development Commission and a Dominion Development Fund. These are as follows:—

#### **A DOMINION DEVELOPMENT POLICY**

##### **GENERAL CONSIDERATIONS**

1. It is important to adopt a plan which will secure the largest degree of *public confidence* and maintain the largest measure of *public interest and co-operation*.
2. It is important to adopt a plan which will preserve *Provincial control*, encourage *local initiative* and develop *local responsibility*.
3. It is important that there should be a *large number of persons* representing Manufacturing Industries, Trades, Commerce, Transportation, Agriculture, Forestry, Mining, Fisheries, Housekeeping and Education, *ready to take the initiative* in local undertakings and *able to co-operate* in making effective application to the needs of localities of financial grants and any other assistance. In the opinion of the Commission, a policy which would be ap-



plied wholly or mainly by directive authority from headquarters, leaving to local centres little initiative or responsibility, would not accomplish much for a long time.

4. It is important that there should be in each Province a *Central Body or Authority*, which could bring to bear on all proposals from local centres the wide knowledge and practical experience of *capable men and women* familiar with education and with industrial, agricultural and housekeeping problems. Such a Central Body would be able to supply information for the guidance of Local Authorities at the beginning of their work, and to furnish advisory assistance through experts of high ability. Through the meetings and discussions of such a Central Body the permanent officials charged with the administration would be kept in touch with public opinion as to the particular needs of localities, as to the *suitability and acceptability* of schemes proposed, and as to the practicability of having such schemes supported and carried out. The Central Body would also serve the purpose of a *clearing house* through which an intimate knowledge of the results from experience in one locality would be made available to other communities.

5. It is important to adopt a plan whereby the Dominion, the Provinces, the Localities and Individuals will *co-operate and each contribute* in some well-considered and equitable proportion to the cost of development undertakings. A plan of organization which provides for the financial support from Communities being properly articulated with financial grants from Central Authorities would tend to bring about *efficiency and stability*. A long time is required to realize upon educational work; and continuity of effort to meet recognized needs is essential. The plan should be such as would ensure concurrent progressive action in the same direction by the Central and Local Bodies. Provision should be made for *Efficiency Audits*, in order that each Contributing Authority may be assured that the money is being used for the purpose for which it is granted, and that the work is being well done.

6. It is important to adopt a plan which will ensure that the *national interests* as well as the local points of view will be considered.

7. It is important that there should be a *Dominion Consultative Body*, through which the widest knowledge and experience could be put at the service of all the Provinces and thus be brought to bear on problems and undertakings of consequence to them all.

8. It is important that there should be a *Dominion Authority* competent to co-operate with Provincial Authorities, to provide *expert counsel* to any Province which might not be adequately organized or staffed to render service in that respect to all localities and industries within its borders, and to promote *scientific industrial research* and the diffusion of knowledge resulting therefrom.

#### TO SECURE PUBLIC CONFIDENCE, INTEREST AND SUPPORT

The choice of the term "A Dominion Development Policy" resulted from a consideration of the form of words that would be most likely to attract the attention and enlist the continued interest and support of the people of Canada. The amount of

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material that was examined, analysed and summarised, to provide these eight paragraphs was very considerable. The conclusions reached were evolved after a study of what had been done in other countries—Germany and Ireland specially—in the organization of the means, external to the school itself, whereby industrial training and technical education were maintained. Leaders in every country said to us substantially that it was essential that we should have the realities of those things defined by the words we have put in italics. *Public confidence* would be assured in large measure by the personnel of the Local Boards. If you want money—which is in the hands of employers and employees as well as teachers—you must have the confidence of the public. Then *public interest* and the *co-operation* of all concerned are essential. *Provincial control* should be preserved unimpaired. *Local initiative* and the acceptance of *local responsibility* should be encouraged.

### LOCAL INDUSTRIAL DEVELOPMENT BOARDS

It did not seem expedient to recommend the formation of any local educational body independent of the existing school authority of the place; but it did seem desirable to arrange for a body distinct from it and created for the particular work to be carried on. Everybody seemed to agree that you cannot get the most capable men to continue to serve effectively on committees which are subordinate to some other body, to which they do not belong, but that they will serve on a Board having responsibility and authority for a specific purpose. The English Consultative Committee is very clear on this. What do we mean by responsibility? We mean power to spend money; not merely authority to investigate and report, but power over the expenditure of money. We think the Local Development Boards should have control of the expenditure of money.

According to our recommendation, the Local Board would be appointed to the extent of two-thirds of its members, by the existing school authority of the place, so as to be in harmony with it in general purpose, and one-third of its personnel would be appointed by the Provincial Department of Education. I think in Canada we should look forward to all grades of education being administered, in coming years, by one body for the locality, and that the area should be either a town

or city or county. Take for example a rural district. If there be no county authority, how could a Board of School Trustees, in charge of one small school, arrange so that the work and needs of their one school would fit into and profit by a scheme for the whole county. No plan for education should be like cast-iron in the rigidity of its form; it must be flexible to meet new needs; and it must also meet the new conditions which its own existence creates. Whenever you solve one problem you create new problems; nothing in education is final.

We have suggested that men and women who are familiar with the practice and principles of education should be on the Local Boards. Hitherto we have thought that because a teacher was an employee of a Board he should not be a member. We suggest a departure from that practice. This does not necessarily imply that a teacher, who teaches subjects under the Board, should be a member of it; but that some teacher should be there to supplement the knowledge of the other members of the Board on the processes of education.

DR. MACKAY: In Nova Scotia the law makes the principal of a school an official of the Advisory Board, but without the power of voting.

THE PRESIDENT: We think every Province should follow the line it thinks best in the constitution of those Local Boards. We did our best to suggest what would be desirable and practicable.

#### PROVINCIAL DEVELOPMENT COUNCILS

Passing from that to the bodies called Provincial Development Councils, our Commission was of the opinion that each Council would serve two very useful purposes. It would be the best means of educating the men and women of the community, who would be responsible for the administration of those schools and this kind of education; and it would improve and co-ordinate the schemes and undertakings of the Local Boards. Take an example from Ontario; I will pick out places haphazard—Chatham, London, Peterboro, Brockville, Smith's Falls, Ottawa. Under the plan suggested, Local Development Boards in those

places would send representatives to the Provincial Development Council—manufacturers, workmen, business men, farmers, women and teachers. The business of the Council would be to consider the schemes sent up by each of the cities and towns. The representatives of each Local Board would be there to advocate and explain why their Board wanted its scheme. After it is criticized, it is sent back to the Local Board for final action. The Provincial Council would have power to discuss and advise with no power to determine, no power to undertake the expenditure of money. If you can imagine a hundred men and women coming together in Toronto once a year for the specific purpose of considering proposals from Local Development Boards, the hundred men and women would go back to their homes throughout Ontario with new light and new knowledge on all those problems. Ireland has something like that, with the greatest possible benefit to Ireland. The Agricultural Board in Ireland, composed of 104 members, has been a chief means of enabling the Department of Agriculture and Technical Instruction to do its work thoroughly. That Board in Ireland was constituted after a strong committee from Ireland had surveyed the countries of Europe as to the best form of organization. After twelve years of experience in the hands of capable men it has worked well. In our Report on Ireland that plan is outlined and given in detail. The plan recommended by our Commission is not our invention. It is an adaptation of what is done in other countries.

#### PROVINCIAL DEVELOPMENT COMMISSIONS

I come now to the other part of the organization we recommend for the Provinces—the Provincial Development Commissions. If our Commission laid down any rule for itself it was that we should not recommend the creation of any new body if an existing body could do the work. Even in recommending provisions for education, as distinguished from the organization of bodies to control, our thought was that wherever the existing provisions could be used economically they should be used in preference to the establishment of new ones. If any Province should have an executive officer, for the Province, for Industrial Training and Technical Education, a Director of Agricultural Education and a Director of Education for Housekeeping Occupations, those persons could be constituted as the Provincial



Development Commission. Each Province would define what the duties of these persons would be when they were acting as the Provincial Development Commission. That is the body whose report upon the work of any Local Development Board should be received before the Local Board could draw money from the Dominion Development Fund. That is not Dominion control; that is Provincial control with Provincial inspection. If any Province should decide to constitute the Superintendent of Education for the Province, as the Provincial Development Commission, that would meet the case. These are the three bodies— Local Development Boards, Provincial Development Councils, and Provincial Development Commissions. That does not call for much machinery. One does not see how in Canada we could secure full participation by the manufacturers and employees and business men and farmers and women and educators of each locality unless they have authority and responsibility.

#### REASONS FOR DOMINION DEVELOPMENT BODIES

All that our Commission has recommended in the way of schools, classes and courses could be put into operation in Canada without the formation of any Dominion bodies or any Dominion Fund, if the Provinces want to sustain them wholly without any Dominion grants for this specific object. But from the information that came to us it was evident that the Provinces had not the money and would not do this work without financial aid. After a great deal of consideration two plans seemed practicable. One was to recommend that the Dominion should pay over to the Provinces a definite amount of money on the per capita basis. That has considerable merit and its adoption would doubtless accomplish much in the direction desired. The other plan is the one embodied in our Report. We prefer it, because under it much more progress could be made, much time could be saved, better work could be done and important economies could be effected in the use of both money and men.

#### A DOMINION DEVELOPMENT CONFERENCE

Our recommendation is that Dominion money should not be spent in any Province without an efficiency audit by a Provincial authority. That is Provincial control. A Dominion

Development Commission would employ highly trained experts to serve all Provinces. It might also, when the time comes, maintain, or help to maintain, one or more central institutions, particularly for research work. We would rather see existing institutions used for this purpose; but if there should be need for a special research institution, or a Bureau of Standards, then the Dominion Development Commission would maintain one or more central institutions only when their establishment had been recommended by the Dominion Development Conference, which would not have occasion to meet more than once in two years.

This Conference would be composed of representatives of each Provincial Council, the Provincial Ministers of Education or their Deputies, one member of each Provincial Development Commission and the members of the Dominion Development Commission. How would that work in the case of each Province? Let us suppose the case of New Brunswick. That Province would bring its general Provincial policy before the Dominion Development Conference. Representatives from other Provinces would discuss that with New Brunswick representatives: "What are you doing for agriculture?" "What are you doing for rural industries?" "What are you doing for the towns?" They would learn from New Brunswick; they would instruct New Brunswick; New Brunswick would get more and give more than by any other plan we can think of. So with the other Provinces. Moreover that Conference is the body that might say, "We need one or two institutions in Canada that are extra-Provincial." Only when that representative body recommended it could such an institution be created. That would prevent any risk of the Dominion Commission seeking to do what a Province was already doing. But the Dominion body would be empowered to do whatever all the Provinces said was necessary for the efficiency of their work.

#### A DOMINION DEVELOPMENT COMMISSION

Take again New Brunswick for an illustration. There are textile industries at St. John and Moncton; there are shoe factories at Fredericton and elsewhere; there are industries at Woodstock, Chatham, Sussex, Dorchester, Sackville, etc. How is New Brunswick to provide a staff thoroughly competent to

advise the educational authorities as to what is best, and what could be done, for the several classes of the industries,— the textiles, the leather and shoe trades, the paper industry, the metal trades, the clothing trades and the building trades? No one man could have in his own person the necessary information and skill to advise adequately for all. I have cited only six different lines of industrial work in New Brunswick. That Province would not need the service of an adviser of the highest grade in textiles, for example, for more than a few weeks in a year—I mean an adviser of the highest class in knowledge, ability and experience. When you consider the other Provinces you find somewhat similar conditions.

On the other hand if a Dominion Development Commission provided for Canada an expert staff of experienced men, who would be available to serve every Province, that would meet the situation economically and effectively. Each Province could pay a proportion of the salary for the time given to it; although I do not think it is desirable that that should be done. However, any Province could borrow from the central Commission an expert to go to it to investigate and advise. One capable staff of advisers for all Canada would be of immense value to every Province. The man who went to New Brunswick for a period would also serve other Provinces. Thereby his ability to serve each would be increased. That is proper Dominion work for the development of the whole country harmoniously. We need some Dominion body to engage such a staff. That is possible in either of two ways.

#### NATIONAL POLICY FREE FROM PARTY POLITICS

A Department of the Government could create a new branch, somewhat like the Geological Survey, the Mines Branch, or the Commercial Commissioner of the Department of Trade and Commerce. In this connection, I may remind you that in France the commercial and industrial schools and the general technical schools are under the Ministry of Commerce and Industry; the agricultural schools are under the Ministry of Agriculture. In 1884, while Prince Bismarck, Chancellor of the German Empire, was also Minister of Commerce and Industry for Prussia, the industrial and technical schools were put under the Ministry of Commerce and Industry where they still remain. In

Bismarck's time the programme for the development of this, then, new branch of the Ministry of Commerce and Industry was defined clearly as: Promotion of Industrial Continuation and Vocational Schools in the service of the interests of commerce industry and handicraft, and the fostering of such a system of instruction as an inseparable part of the national economic policy.

There is a difference between the kind of service rendered by a branch of a Department of our Federal Government and the kind of assistance required by the several Provincial Governments for the development of industrial and technical education. We want to protect the Minister, the political head of the Department, against the pressure of Members of Parliament for particular consideration of their constituencies when elections are coming on. We want to keep this great national interest free from the danger of being subordinated, in any Province and in any locality, to mere political party issues and patronage. It does not at all belong, and never should belong, to the questions which properly come within the area of conflict on party lines. Our plan of a Dominion Development Commission, somewhat on the lines of the Dominion Railway Commission and reporting to an appropriate Department of the Government, provides adequate safeguards in that respect; and at the same time provides for the organization and administration of training for occupations in a most effective and economical way.

#### A PARENTHESIS ON ART

We do need more Art. I do not believe we should think that the quality of Art in a community depends on a leisured class. If I had it in my power I would put a prohibition on a leisured class. If a healthy man, not yet old, was in leisure for more than six months I would exile him; for there is no greater menace to us than idle men who have money. England has what is called a leisured class, but very often members of it give thirty or forty hours a week to the School Board or other public services. The wealth of the nation belongs to its people; and if the nation decides that a few people shall have control of it, they have the right and power to permit that. They have also the power and the right—and the duty—to correct that when the control of wealth is used for harmful or foolish or worth-

less ends. That is to be taken as a parenthesis. To return to Art. Art at its best means the method and manner and spirit of beautiful living. It does not inhere only in beautiful pictures and statuary. It rests also in beautiful buildings, in articles of furniture, in becoming clothes and in hundreds of articles of daily use. It finds expression through town planning and gardens and the preservation of beautiful scenery. It lifts up its voice in fine music and its golden silence speaks through good books. The world is its stage and every good worker is a player. The need is for ever better and ever better workmen and workwomen striving to attain the best. That is what I understand by Art. We need to diffuse it through the schools, to develop and nourish it through the processes of education because we need it in all our industrial, manufacturing, building and housekeeping work.

#### AN EFFICIENCY AUDIT

The Dominion Development Fund would represent chiefly money to be allocated to the Provinces to be spent in the Provinces by the Provinces. But the Provinces should get no money from the Dominion Fund until their own authority had rendered an efficiency audit. That would assist towards the proper spending of the money and insure that the money would be spent properly. If the money was not earned it would remain in the Fund to the credit of the Province until earned.

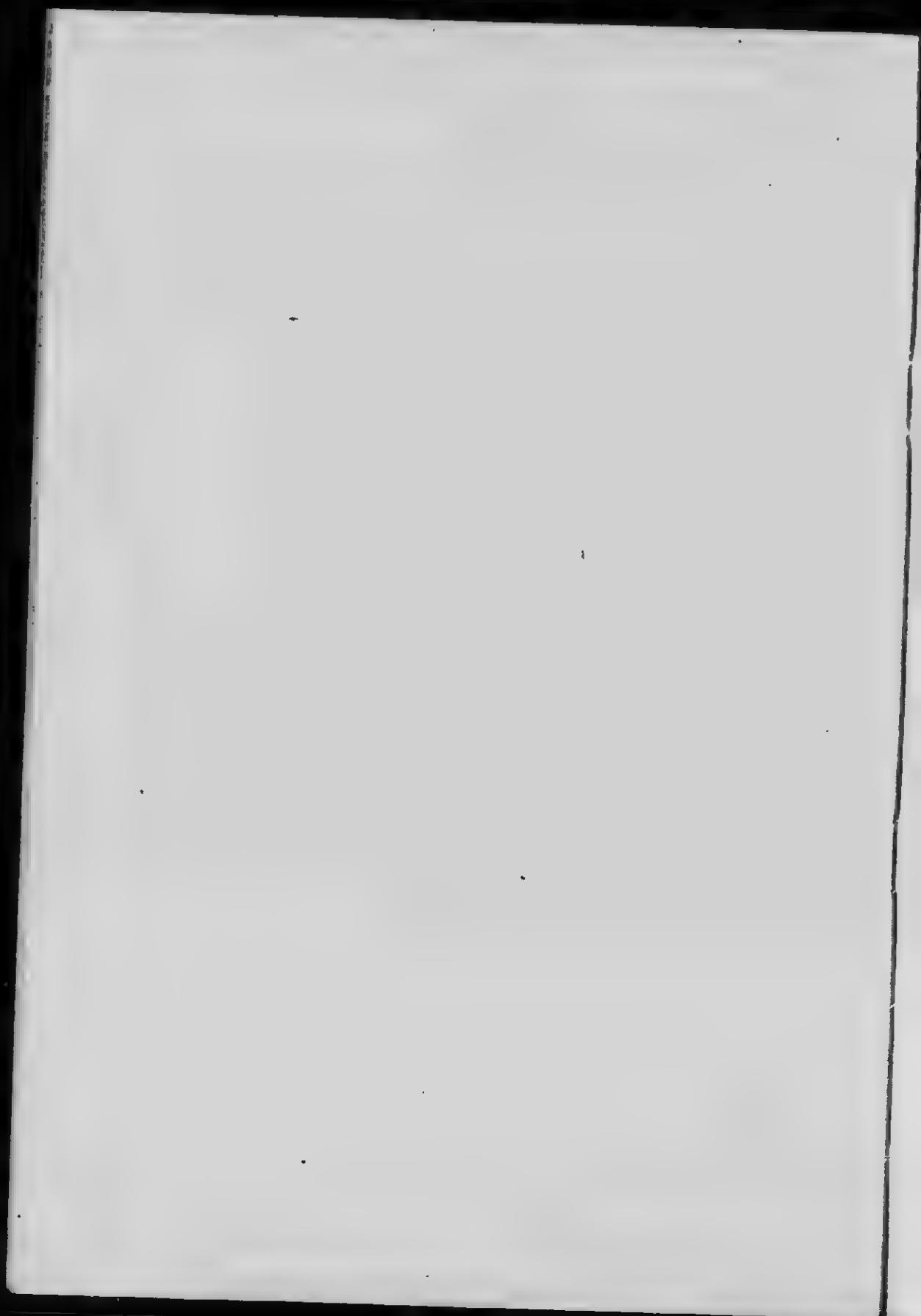
Who would scan most closely whether the money was being spent properly in each locality? The scrutiny would not be by one Province of another. Each Province would be allotted its share which could not be diverted. But the self-interest of communities, within each Province, would keep them alert as to how the Fund was being used. The town of A would want to know why the town of B got money that was spent by it (as the town of A people learnt) on a High School equipment or a High School staff. The several town and cities in each Province are those who would say, "This Fund must be used only for the purposes indicated, in order that we may each get our proper share according to our needs and our local effort." That would insure a wholesome scrutiny and emulation without any risk of disputes leading to illwill.

Let us look at the other side for a moment. Any Province may say, "We think those 'Provisions in a System for Industrial Training and Technical Education' are excellent; we think the information contained in the Report is good; we want to carry forward industrial training and technical education; but we stand so strongly for Provincial independence in all this that we would not have a Dominion-employed official put his nose in our schools for all the Funds that could be provided." I have met men who take that stand. I think they imperil the chance of getting financial aid from the Dominion. If Parliament is to vote money for this purpose, it will likely want to know how it is being spent. It has a right to know that; it may consider that its duty requires it to learn that, through channels which it provides. But if Parliament could be assured that the money was being spent only in ways with which the efficiency audit showed that the Provinces are satisfied, and, for purposes with which the Provincial Development Councils are satisfied, then I think Parliament would be satisfied.

#### CO-OPERATION WHOLLY BENEFICIAL

The Dominion Development Policy would enable every Province to help all the other Provinces, and enable the Dominion to co-operate with each and all without interference with Provincial rights. If Canada acts upon this now we can make satisfactory progress, progress not more rapid than we need to make, but progress more rapid and sound than any other country has made in work of this kind.





**APPENDIX: being pages 263 to 271 of the Report of the Royal Commission on Industrial Training and Technical Education.**

**A DOMINION DEVELOPMENT POLICY.**

**SECTION 2: LOCAL AND PROVINCIAL DEVELOPMENT AUTHORITIES.**

**GENERAL CONSIDERATIONS**

1. It is important to adopt a plan which will secure the largest degree of *public confidence* and maintain the largest measure of *public interest and co-operation*.
2. It is important to adopt a plan which will preserve *Provincial control*, encourage *local initiative* and develop *local responsibility*.
3. It is important that there should be a *large number of persons* representing Manufacturing Industries, Trades, Commerce, Transportation, Agriculture, Forestry, Mining, Fisheries, Housekeeping and Education, *ready to take the initiative* in local undertakings and *able to co-operate* in making effective application to the needs of localities of financial grants and any other assistance. In the opinion of the Commission, a policy which would be applied wholly or mainly by directive authority from headquarters, leaving to local centres little initiative or responsibility, would not accomplish much for a long time.
4. It is important that there should be in each Province a *Central Body or Authority*, which could bring to bear on all proposals from local centres the wide knowledge and practical experience of *capable men and women* familiar with education and with industrial, agricultural and housekeeping problems. Such a Central Body would be able to supply information for the guidance of Local Authorities at the beginning of their work, and to furnish advisory assistance through experts of high ability. Through the meetings and discussions of such a Central Body the permanent officials charged with the administration would be kept in touch with public opinion as to the particular needs of localities, as to the *suitability and acceptability* of schemes proposed, and as to the practicability of having such schemes supported and carried out. The Central Body would also serve the purpose of a *clearing house* through which an intimate knowledge of the results from experience in one locality would be made available to other communities.
5. It is important to adopt a plan whereby the Dominion, the Provinces, the Localities and Individuals will *co-operate and each contribute* in some well-considered and equitable proportion to the cost of development undertakings. A plan of organization which provides for the financial support from Communities being properly articulated with financial grants from Central Authorities would tend to bring about *efficiency and stability*. A long time is

required to realise upon educational work; and continuity of effort to meet recognised needs is essential. The plan should be such as would ensure concurrent progressive action in the same direction by the Central and Local Bodies. Provision should be made for *Efficiency Audits*, in order that each Contributing Authority may be assured that the money is being used for the purpose for which it is granted, and that the work is being well done.

6. It is important to adopt a plan which will ensure that the *national interests* as well as the local points of view will be considered.

7. It is important that there should be a *Dominion Consultative Body*, through which the widest knowledge and experience could be put at the service of all the Provinces, and thus be brought to bear on problems and undertakings of consequence to them all.

8. It is important that there should be a *Dominion Authority* competent to co-operate with Provincial Authorities, to provide *expert counsel* to any Province which might not be adequately organized or staffed to render service in that respect to all localities and industries within its borders, and to promote *scientific industrial research* and the diffusion of knowledge resulting therefrom.

### THE COMMISSION'S RECOMMENDATIONS

The Commission recommends that Local and Provincial Development Bodies be constituted as follows:—

- I.—Local Urban Industrial Development Boards.
- II.—Local Rural Development Boards.
- III.—Provincial Development Councils.
- IV.—Provincial Development Commissions.

The Commission further recommends the constitution of,—

- V.—A Dominion Development Conference.
- VI.—A Dominion Development Commission.
- VII.—A Dominion Development Fund.

#### 1.—LOCAL URBAN INDUSTRIAL DEVELOPMENT BOARDS

##### *Duties—*

1. To consider by what means Industrial Training and Technical Education may be applied most advantageously to the development and improvement of workers, industries and occupations within the area served by them severally.
2. To make proposals, applications or recommendations to a Provincial Development Council, or any other authority constituted by the Provincial Government as competent to deal with such proposals.
3. To provide and maintain Industrial Training and Technical Education by means of institutions, classes, courses or otherwise, subject to the regulations of the Government of the Province.

4. To provide Vocational Guidance for the youth of the area by such means as they may think fit.

5. To administer any Grants received for any of the aforesaid objects.

*Constitution—*

As provided for by each Province by Order in Council or by legislation.

*Suggestions—*

Each Board to be appointed preferably by the local education or municipal Authority; or if not wholly so appointed, then to the extent of two-thirds by the local Authority or Authorities, with one-third appointed by the Provincial Authority for Industrial Training and Technical Education.

Each Board to include one or more members of the Local Education Authority and to represent:—

- (1) Employers and employees in manufacturing industries, trades, commerce, mining, fisheries and transportation.
- (2) Housekeeping.
- (3) Education.

Having regard to the desirability of continuity of policy, appointments to be made preferably for a term of years, a proportion of the members retiring every year, and being eligible for re-appointment.

It would likely be found expedient for each Board to constitute Committees for the more effective carrying on of its work. The main division would obviously be industrial, housekeeping, and vocational guidance, with such further divisions or sub-divisions as might be thought desirable.

## II.—LOCAL RURAL DEVELOPMENT BOARDS

*Duties—*

1. To consider by what means Industrial Training and Technical Education may be applied most advantageously to the development and improvement of workers, of agriculture, rural industries, housekeeping and occupations in rural communities, within the county or other area served by them severally.

2. To make proposals, applications, or recommendations to the Provincial Development Council or any other authority constituted by the Provincial Government as competent to deal with such proposals.

3. To provide and maintain Industrial Training and Technical Education by means of institutions, classes, courses or otherwise, subject to the regulations of the Government of the Province.

4. To administer any grants received for any of the aforesaid objects.

*Constitution—*

As provided for by the Province by Order in Council or by legislation.

*Suggestions—*

It would appear to be desirable, where local conditions permit, that a county area should be the area served by the Local Rural Development Board. In some cases it might be found expedient to combine one county with another, or with part of one or more other counties.

Each Board to be appointed, preferably two-thirds by the education authorities or the municipal councils of the area served, with one-third appointed by the Provincial Authority for Industrial Training and Technical Education.

Each Board to represent:—

- (1) Agriculture;
- (2) Industries;
- (3) Housekeeping;
- (4) Education.

Having regard to the desirability of continuity of policy, appointments to be made for a term of years, a proportion of the members retiring every year and being eligible for re-appointment.

It would likely be found expedient for each Board to constitute Committees for the more effective carrying on of its work. The main divisions would obviously be: agricultural, rural industries, and housekeeping with such further divisions or sub-divisions as might be thought desirable.

### III.—PROVINCIAL DEVELOPMENT COUNCILS

#### *Duties—*

1. To consider systems and schemes of Industrial Training and Technical Education for the development and improvement of workers, industries, agriculture, housekeeping and occupations within the Province.
2. To make recommendations to the Provincial Development Commission or to the Government of the Province in that connection.
3. To do such other things as may be required by the government of the province in relation to Industrial Training and Technical Education.
4. To make recommendations to the Dominion Development Commission.

#### *Constitution—*

As provided for by the Province by Order in Council or by legislation.

#### *Suggestions—*

Two-thirds of the members might be elected by local development boards, and one-third appointed by the Provincial Government to represent:—

- (1) Manufacturing industries, trades, commerce, mining, fisheries and transportation (employers and employees);
- (2) Agriculture and forestry;
- (3) Housekeeping;
- (4) Education.

Or

Members might be all appointed by the Provincial Government to represent interests as aforesaid.

Appointments or elections to be preferably for a term of not less than six years, a proportion of the members retiring every two years, and being eligible for re-appointment or re-election.

A Provincial Development Council would doubtless find it expedient to forward its work by means of committees such as industrial committee, agricultural committee, and housekeeping committee, with such further divisions or sub-divisions as might be found desirable.

#### IV.—PROVINCIAL DEVELOPMENT COMMISSIONS

##### *Duties—*

1. To consider what may be necessary for or advantageous to the development and improvement of workers, industries, agriculture, housekeeping, and other occupations within the Province by means of Industrial Training and Technical Education.

2. To co-operate with the Provincial Department of Education and with other authorities within the province for the organization, administration, and maintenance of Industrial Training and Technical Education within the province.

3. To provide the service of experts for advising with local authorities and for other purposes as might be expedient.

4. To inspect and report upon the work of all classes, schools and institutions in respect to which any grant is made from public funds for Industrial Training and Technical Education; and to make recommendations to the Provincial Government in respect to the administration of any grants or other assistance in aid of Industrial Training and Technical Education.

##### *Constitution—*

Members to be appointed by the Lieutenant Governor in Council.

#### SECTION 3: DOMINION DEVELOPMENT BODIES AND FUND.

#### V.—A DOMINION DEVELOPMENT CONFERENCE

##### *Duties—*

1. To consider questions of Industrial Training and Technical Education for the development of the Dominion in respect to workers, industries, agriculture, housekeeping, and occupations, referred to it by Provincial Development Councils, or any other authorities constituted by Provincial Governments in this relation, and to advise each Provincial Authority in regard to such questions.

2. To consider and report upon questions referred to it by the Dominion Development Commission.

##### *Constitution—*

Representative members:—

(a) Elected representatives of Provincial Development Councils.

Suggested basis of representation: 3 members from each Provincial Council, plus one member for each 300,000 population or fraction thereof above 300,00 in the Province as determined by the latest decennial census.

Official members:—

(b) One member of each Provincial Government or a Deputy accredited by him.

(c) One member of each Provincial Development Commission.

(d) Members of the Dominion Development Commission.



## VI.—A DOMINION DEVELOPMENT COMMISSION

*Duties—*

1. To co-operate with Provincial Development Commissions and Councils, Local Development Boards and any other Authority constituted by a Provincial Government for the development and improvement of industries, agriculture, housekeeping and occupations by means of Industrial Training and Technical Education.
2. To provide experts, whose services for counsel would be available to Provincial and Local Authorities.
3. To promote scientific Industrial Research and the diffusion of knowledge resulting therefrom.
4. To provide and maintain and to assist in providing and maintaining Central Institutions to supplement the work carried on by the Provincial and Local Development Authorities, if and when such Central Institutions are approved by the Dominion Development Conference.
5. To make recommendations for the administration of the Dominion Development Fund.
6. To report to the Governor General in Council, or to a Department of the Dominion Government.

*Constitution—*

Members to be appointed by the Governor General in Council.

## VII.—A DOMINION DEVELOPMENT FUND

The Commission recommends that the sum of \$3,000,000 be provided annually for a period of ten years by the Parliament of Canada and paid annually into a Dominion Development Fund.

*NOTES:—*

1. Not less than 75 per cent. of the amount paid each year into the Dominion Development Fund, from the above source, to be divided into nine portions, in proportion to the population in each of the nine Provinces as determined by the latest census, and allotted to each Province accordingly for development undertakings therein. Each of the said nine portions of the fund to be administered as the, '(name of the Province) Account of the Dominion Development Fund'; and the remainder of the fund to be administered as the 'General Account of the Dominion Development Fund.'
2. Any portion of the Fund allotted to a Province which may remain unearned or unpaid at the expiration of any fiscal year, to be carried forward and remain in the Account of the Province until required for development work within such Province.
3. Any portion of the Fund in the 'General Account' which may remain unexpended at the expiration of any fiscal year to be carried forward and remain in the 'General Account' until required for development work upon the recommendation of the Dominion Development Commission.

4. Payments to be made to Development Authorities in any Province from the funds in the account of such Province and from the funds in the 'General Account' only upon recommendation of the Dominion Development Commission.

5. In order that a Provincial Government or Local Development Authority may be entitled to receive a payment from the funds in a Provincial Account of the Dominion Development Fund, it will be necessary:—

(a) That the *Service* (that is the Development Undertaking proposed by a Development Authority) and the *Budget*, for the fiscal year for which the payment is intended, shall have been approved by a Provincial Development Commission or other Authority constituted by the Provincial Government for that purpose; and that a copy of the said *Budget* and a copy of a certificate of approval, by the Provincial Authority, of the proposed *Service* shall have been received by the Dominion Development Commission.

(b) That such a certificate shall have been issued by a Provincial Development Commission or other Authority recognized by the Provincial Government as competent to make an Efficiency Audit, to the effect that the said Development Authority is administering the *Service* adequately and efficiently and in accordance with the authoritative regulations; and that a copy of said Certificate of the Efficiency Audit shall have been received by the Dominion Development Commission.

6. In any case where a Development Authority has not maintained and carried out the *Service* (that is the Development Undertaking provided for in the *Budget*) adequately and with reasonable efficiency, the Certificate of the Efficiency Audit shall state the extent to which the undertaking was not maintained and carried out in an efficient and satisfactory manner; and the Certificate shall also state whether the Development Authority is taking any steps to remedy any such deficiencies as exist.

7. If the Dominion Development Commission is not satisfied that the Development Authority is maintaining and carrying out the *Service* adequately and with reasonable efficiency, it may at its discretion deduct such amount as it thinks fit from the amount of the Grant from the Dominion Development Fund that would otherwise be payable, and give a certificate declaring its dissatisfaction and the amount of such deduction, and in that case only the amount of the Grant so reduced shall be payable to the Development Authority in question.

8. Before a payment can be made for a Development *Service* in the second or any subsequent year of its progress, a duly audited statement in detail of the receipts from all sources for the maintenance of the said *Service* and of the actual expenditure upon said *Service* for the preceding fiscal year shall have been received by the Dominion Development Commission.

9. The treasury may accept gifts into the Dominion Development Fund for all or any of the purposes for which payments may be made from the accounts of the Provinces or the General Account.

## SUMMARY OF THE USES OF THE FUND

Payment should be directed to secure as speedily as is practicable:—

1. The service in each Province of an adequate supply of persons (teachers, instructors, demonstrators, executive officers) properly qualified to carry on Industrial Training and Technical Education.

SUGGESTION.—Seventy-five per cent of the cost of training, or of securing otherwise, might be paid.

2. The establishment or extension and maintenance of classes, courses, schools or other institutions or means for Industrial Training and Technical Education.

SUGGESTION.—A proportion of the salaries of teachers, instructors, demonstrators and executive workers, according to approved *Budgets*, might be paid, varying from one-half in cities, to two-thirds in towns, and three-quarters in villages and rural districts.

3. The provision of suitable and adequate appliances, apparatus and equipment for teaching purposes, but not including school buildings, furniture or consumable supplies.

SUGGESTION.—Seventy-five per cent. of approved *Budgets* might be paid.

4. The provision of Scholarships to equalize opportunities to young people and other workers to profit by classes, courses, schools or other institutions.

5. The provision of experts with experience in Industrial Training and Technical Education whose services for counsel would be available to Provincial and Local Authorities.

6. The service of Central Institutions when and where required to supplement the work carried on by the several Provincial and Local Development Authorities either by providing and maintaining or by assisting in providing and maintaining such Central Institutions.

7. The promotion of Scientific Industrial and Housekeeping Research and the diffusion of knowledge therefrom.